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RELEASED IN PART
B1, 1.4(B), 1.4(D)

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Rwanda

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TO: IO - Madeleine Albright
THROUGH: G - Timothy Wirth
FROM: DRL - John Shattuck *Rwanda*
SUBJECT: Human Rights Monitors: Moving to a More Effective Presence

SUMMARY

The human rights monitors are a critical piece in the effort to end the killing in Rwanda, introduce a modicum of security and offer reassurance for returning refugees, and find a way toward political reconstruction and national reconciliation. Unfortunately, numerous problems have plagued the effort to deploy a significant and effective force of monitors: funding, recruiting, training, and role definition (Geneva problems); and, logistical support and coordination with other UN agencies (Kigali problems). The ongoing problems must be addressed immediately, and at a sufficiently high level to ensure that: (a) overall UN coordinating responsibility is assigned to one office, and (b) the Chief of the UN monitors office in Kigali receives forthwith the necessary logistical support to deploy and maintain an effective monitoring operation. End summary.

Problems: Recruitment, Training and Role Definition

The UN's Human Rights Monitors are beginning to trickle in to Rwanda after a halting, thus far ineffectual effort out of Geneva. Recruiting has been slow and training next to non-existent. According to Embassy Kigali, 13 monitors were on the ground as of September 21, and 25 are expected by the end of September. We remain concerned about the ongoing delays in identifying, hiring and training of the High Commissioner for Human Rights target of 147 monitors. Also, do not agree with the definition of the role of Rwanda monitors as set out in the High Commissioner's Action Plan.

UNITED STATES DEPARTMENT OF STATE
REVIEW AUTHORITY: ARCHIE M BOLSTER
CLASSIFICATION: CONFIDENTIAL REASON: 1.4(B), 1.4(D)
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In broad terms, we believe that the monitors' purpose is a preventive one; an investigative role, as advocated by the High Commissioner, would undermine, rather than build confidence in the future and reassure refugees who are considering returning to their homes. Monitors, spread throughout the countryside, could also assist in a variety of areas, including in the reconstitution of Rwanda's justice system. In our view, investigative functions should be filled by the Commission of Experts, national teams seconded to the Commission (such as the five-person USG team currently in the field) and, once established, the office of the prosecutor of the International Tribunal for Rwanda. (Our concerns have been conveyed to the High Commissioner's office -- see attached.)

Logistical Void and Lack of UN Coordination or Support

In addition to concerns about slow recruitment and training, and about role definition, it appears that monitors in Rwanda have neither minimal logistical support nor the means to operate effectively in the countryside. The head of the Kigali office responsible for monitors, UNHRC veteran (and UK citizen) Bill Clarence, continues to "operate" without an office, staff, car or telephone; Clarence has no means for communicating with monitors in the field. Two months after the High Commissioner's appeal which netted \$2.4 in pledged support, nothing approaching an effective monitoring operation is in place.

Recommendations

1. A single UN official, possibly SYGSR Khan, should be identified to coordinate all UN operations in Rwanda.
2. The effective functioning of Clarence's office should be identified as a priority UN objective. The UN's Rwanda coordinator's office should, working with monitors chief Clarence, identify and make available the logistical support needed to maintain 147 monitors (one in each commune outside Kigali).

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3. The coordinator and Clarence should work out arrangements for continuing support by the various UN agencies (including UNDHA and UNHCR), whose resources could be loaned for use by the monitors operation, and with UNAMIR, to assure the safety of monitors throughout the country.

4. The USG could offer to contribute personnel (or send already proffered NGO staff) to facilitate Geneva's hiring and training of monitors and to assist Clarence in Kigali with his difficult logistical and coordinating challenge.

Attachment:

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